

Measuring Our Progress:



Durham's Community-Wide Results Based Accountability Initiative

SEPTEMBER 2005

Measuring our Progress:

Durham's community-wide results based accountability initiative

Dear Durham Community Member,

Communities that want to improve themselves face tremendous challenges, not the least of which is: How do we measure progress on key issues and services? Durham City and County Governments, along with Durham citizens, have begun to ask the important question, "What have we accomplished to improve our community and the lives of Durham residents?"

To help answer these tough questions, Durham City and County Governments have created a new initiative called Community-Wide Results Based Accountability. Results Based Accountability recognizes that no one entity (even one as large as the City or the County Government) can make sufficient progress in any area. Rather, any significant change requires concerted action among all members of our community. Working together with many concerned citizens, we created community workgroups around eight different outcome areas.

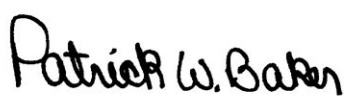
1. Durham citizens are safe
2. Durham enjoys a prosperous economy
3. Durham citizens enjoy a healthy environment
4. Durham citizens enjoy a community that is vibrant, rich in aesthetic beauty, and embraces and promotes its cultural heritage
5. Children are ready for and succeeding in school
6. Every citizen in Durham has access to adequate, safe, and affordable housing
7. Durham citizens are healthy
8. Durham citizens enjoy sustainable, thriving neighborhoods with efficient and well-maintained infrastructure

Over the last year, a unified commitment to improve our community has been underway. The Durham Board of County Commissioners and the City Council agreed on the eight priorities for Durham, and citizen workgroups have come together to address these issues.

The result of this work is the first annual Progress Report. This report begins to take an important look at the eight priority areas for our community and allows us to measure where we are and determine where we want to go. More importantly, it is a tool to keep our residents informed of our efforts to make positive and accountable change. This first edition establishes a foundation on which we will build in subsequent years' reports.

During the coming months, we hope more members of the community will get involved in this effort. While in this report we are tracking our progress toward achieving these eight outcomes, we now need to turn our attention to developing and implementing strategies that work. Some solutions can quickly be enacted while others require a longer-term commitment. Nonetheless, with everyone in Durham working together, we know that we will be able to achieve success.

We welcome your feedback on our "work-in-progress," and we invite you to join one of our workgroups to ensure that Durham becomes a better place to live, work, and play.



Patrick W. Baker
City Manager



Mike Ruffin
County Manager

Measuring progress sounds simple, but it's not - especially when what's being measured is so complex. You have in your hands a progress report that begins to ask, "Where are we?" and "where do we want to be?" This report is meant to stimulate community discussion. We have stated eight desired **outcomes**, which serve as a vision for the future of Durham. By design, outcomes are broad and do not immediately lend themselves to being measured. Therefore, for each outcome we have chosen a few **indicators** to help us measure improvement. Finally, we will develop **strategies** which are actions that will likely improve our outcomes.

Outcome – A condition of well-being for children, adults, families or communities

Examples: children succeeding in school, safe communities, clean environment, prosperous economy

Indicator – A measure that helps mark the achievement of an outcome

Examples: rate of low-birth weight babies, high school graduation rate, crime rate, air quality index, unemployment rate

Strategy – An action that has a reasoned chance of improving an outcome

Outcome:

All Durham citizens are safe

Committee Chairs:

Grant Christy and Chief Deputy C.W. Crabtree, Durham County Sheriff's Office

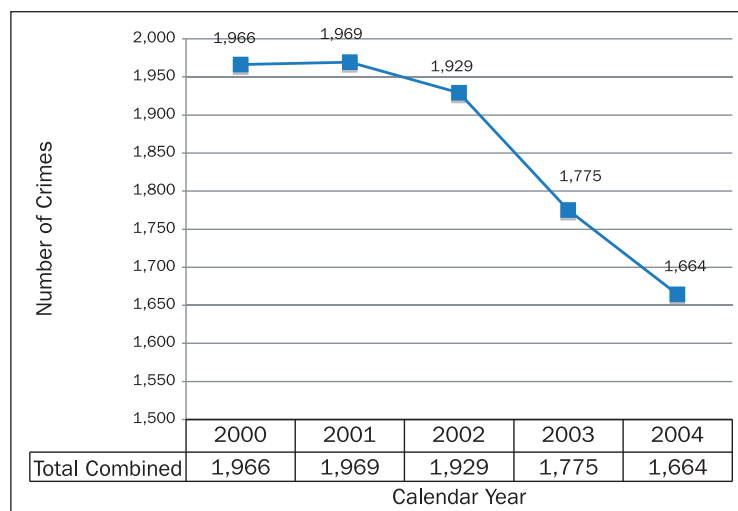
The entire community is concerned about public safety and crime. All Durham residents want to live in a safe community where they are comfortable living, working, and playing. The efforts to create this safe community focus simultaneously on reducing the incidence of crime, addressing the root cause of crime and improving the perception of safety throughout the community.



INDICATOR 1:

Violent crimes

(Homicide, Rape, Robbery, and Aggravated Assault)



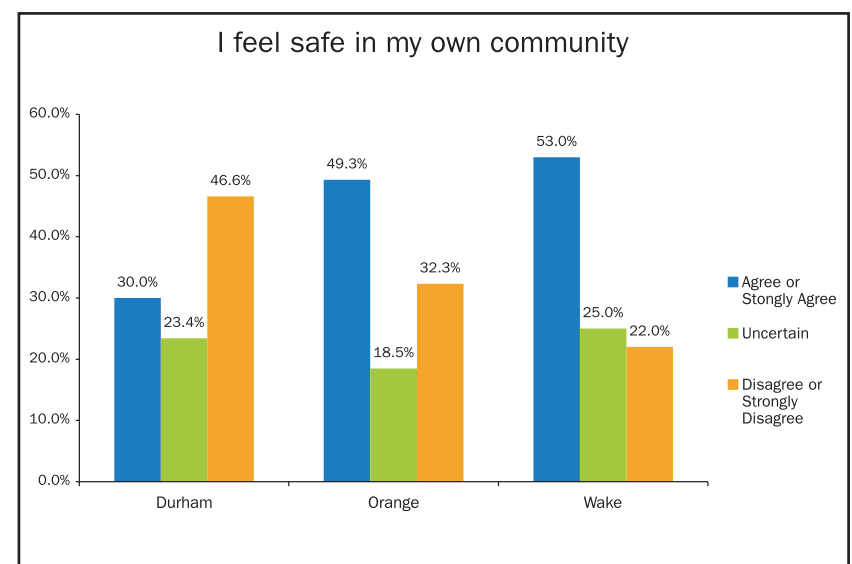
We are very pleased with the decline in violent and property crimes (reported from all Durham County law enforcement agencies). Five years of comparative data shows decreasing trends in both violent and property crimes. The cooperative efforts of the Police, Sheriff, Duke, and NCCU campus police as well as community involvement through various citizen groups have all contributed to the positive trend. Programs focusing on anti-gang activities, cracking down on repeat offenders and cooperation with the court system will continue to be emphasized. Clearance rates for Part I Violent Crimes have consistently increased over the past five years, which shows we have been solving more crimes.

Despite the success in reducing the incidence of crime, we know we still have work to do. Nearly half of all homicides reported during 2004 within the City limits were gang-related or gang-affiliated, which means that either the victim or suspect was involved in a gang. The number of reported rapes increased 16% from 77 reported in 2003 to 89 reported in 2004.

Finally, the perception of safety in our community is low. While violent crime is decreasing in Durham, we still need to do more to make people feel safe.

INDICATOR 2:

Perception of safety



Survey conducted by the Durham Convention and Visitors Bureau in 2005.

OTHER INDICATORS THAT WE ARE TRACKING:

- Part I Property Crimes (burglary, larceny and motor vehicle theft)
- Youth crimes (age 17 and under)

Outcome:

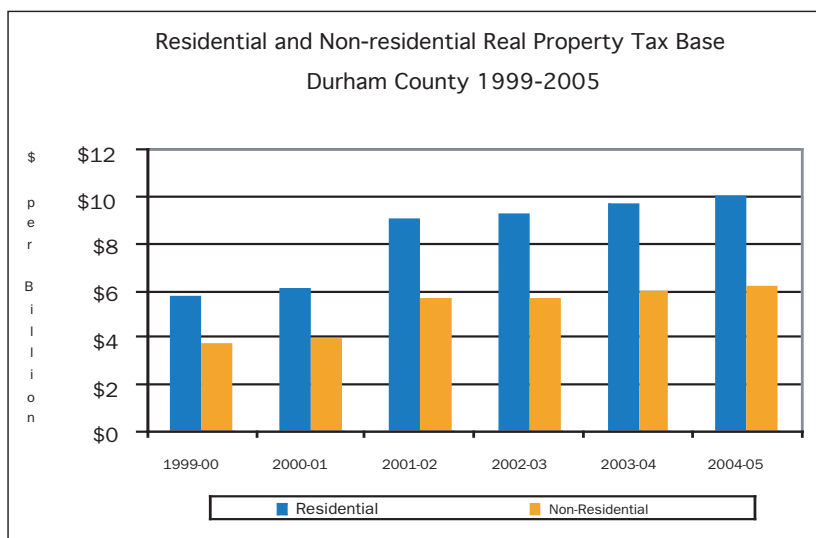
Durham enjoys a prosperous economy

Committee Chairs:

Alan DeLisle, City of Durham, Economic and Employment Development; and Ted Conner, Chamber of Commerce

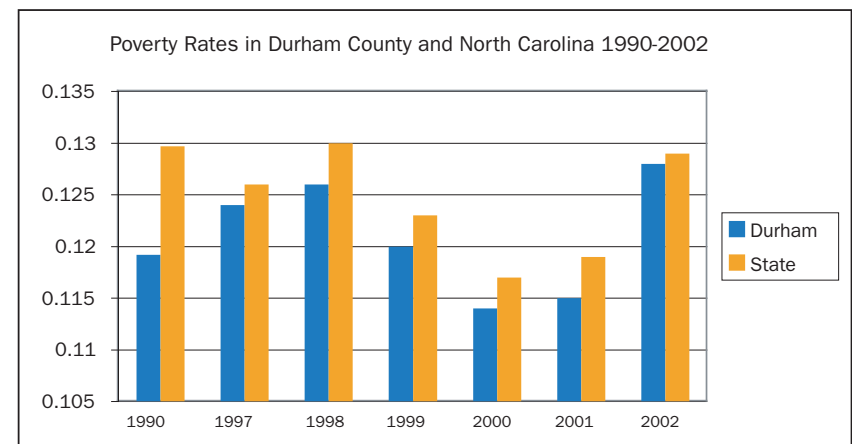
A prosperous economy will include sustained economic development in Durham and a healthy, growing, and balanced tax base. It will mean gainful employment for our citizens (self-sustaining, livable wage) and a greater percentage of Durham citizens holding Durham jobs. A prosperous economy will also see increased commercial/industrial and residential transfers to Durham and lower poverty rates.

INDICATOR 1: Tax base



Durham County and City's tax base is growing and even former neglected areas of Durham are seeing renewed investment interest, thereby generating additional tax revenues. The investment that the City and County are making in the downtown is yielding a positive return in the tax base for downtown.

INDICATOR 2: Poverty rates /disparity in wages earned and per capita income



■ Poverty in Durham, as in the State, has risen. This is not purely related to the economic downturn – poverty was higher when the economy was more positive in the late 1990's

■ Anecdotal data attributes the change in poverty to Durham's changing demographics

■ Not all residents are competing successfully in the labor market. Workforce development initiatives are underway to improve the chances of success and more partners are needed

■ Presence of poverty-related barriers such as lack of high school diploma/GED and access to transportation and child care are factors

■ Inability to attract newcomers and transferees to live in Durham despite Durham's proven ability to attract corporate investment is another factor



Our economy and tax base are growing with new business and investments. The poverty rate, however, is also growing.

OTHER INDICATORS THAT WE ARE TRACKING:

- Disparity between wages earned by workers in Durham and per capita income of Durham residents
- Educational attainment and dropout rate

Outcome:

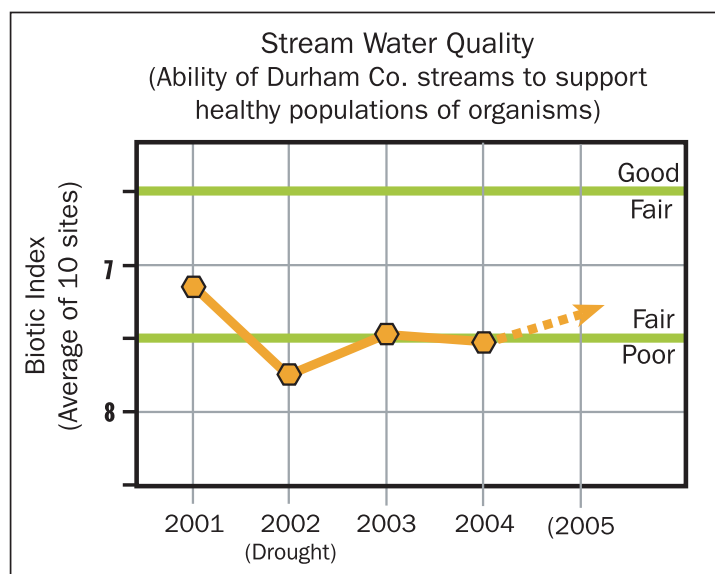
Durham's citizens enjoy a healthy environment

Committee Chairs:

Kathi Beratan, Nicholas School of the Environment and Earth Sciences, Duke University; and Joe Jackson, Facilities Management Department, Duke University

In addition to beauty and recreational value, a healthy environment provides us with essential and irreplaceable services. Forests, meadows, and wetlands filter pollutants out of rainwater before it enters our drinking water reservoirs, reduce flood hazard, remove carbon dioxide and some pollutants from the air while adding oxygen, cool the air, and moderate our weather. A balanced population of native plants and animals keeps harmful insects and pests in check. There are signs of progress. Nonetheless, significant natural areas and waterways remain unprotected.

INDICATOR 1: Stream water quality

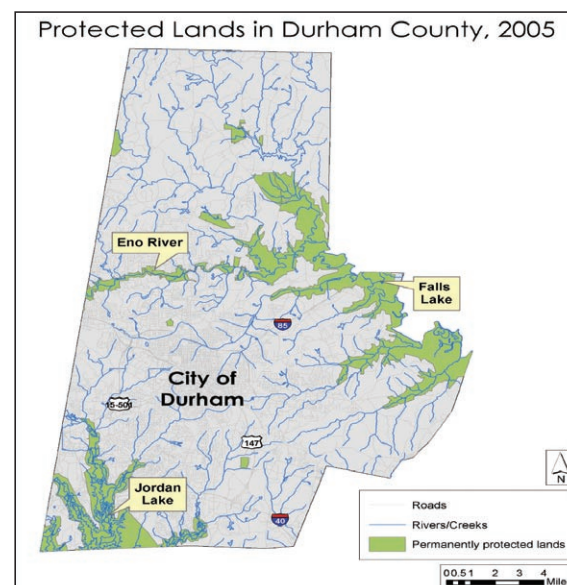


The Biotic Index measures stream water quality. A score of zero (0) indicates no pollution. The dashed line indicates the desired future trend direction. If no action is taken, the trend will most likely show no significant change.

Some of Durham's monitored streams are listed as "impaired" by the NC Department of Environment and Natural Resources. The main sources of impairment are bacteria, sediment, and other heavy contaminants from storm water. Some strategies for consideration include inspecting and repairing sewer lines, monitoring stream water quality, and identifying areas of priority concern, as well as implementing natural storm water management techniques on city and county properties.

INDICATOR 2: Open space and biodiversity

Some insight into how Durham's ecosystems are doing can be obtained by tracking how much open space we are preserving (see the following map), and the ratio of conserved open space (forests, meadows, wetlands, and naturally vegetated stream banks) to area of impervious surfaces (roads, parking lots, and roofs).



In total, there is approximately 26,800 acres – 14 percent of all county land – that is permanently protected land. This equates to approximately 0.11 acres of protected open space per county resident. While there is not a declared goal for the percentage of permanently protected land, the concern is the proportion of development to open space. Our county's population growth has been accompanied by a greater expansion of development (shopping centers, housing developments, roads, etc.) into lands previously either forested or devoted to farming. Between 1980 and 1995, the urbanized area of the Triangle increased 104 percent, while the population increased by 65 percent. With increased efforts to preserve and encourage open space, we can change this trend.

OTHER INDICATORS THAT WE ARE TRACKING:

- Greenhouse gas emissions
- Vehicle miles traveled



Outcome:

Durham's citizens enjoy a community that is vibrant, rich in aesthetic beauty, and embraces and promotes its cultural heritage

Committee Chairs:

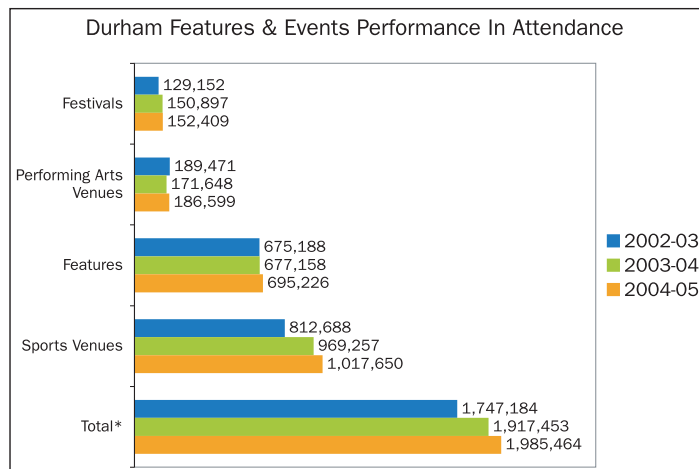
Sherry DeVries, Durham Arts Council, and Sylvia Le Goff, Prudential Carolinas Realty

Recently communities have begun to realize that there is a direct correlation between their economic fortunes and the location preferences of highly mobile knowledge-workers who form the intellectual backbone of the new economy. It has become obvious that these workers value 'quality of place' above nearly all other aspects – including job market conditions – in choosing where to locate. Recent studies indicate that four factors determine quality of place: lifestyle, environmental quality, a vibrant music and arts scene, and natural and outdoor amenities. In recent years, innovative commercial businesses, nonprofit institutions and independent artists all have become essential components in a successful region's innovation habitat.



INDICATOR 1:

Aggregate annual attendance at cultural/arts/recreational events/sites in Durham

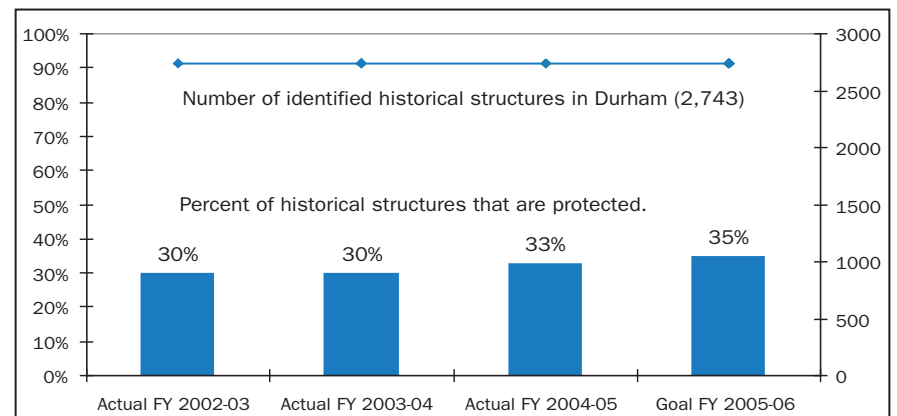


Attendance at arts, cultural, and recreational events has been growing. Every year, new festivals and events bring new visitors to Durham and attract residents to new parts of town. With dance, art, sports, music and historical features, Durham has much to offer.

We want to develop strategies to continue to support our local arts and cultural organizations to improve the vibrant community we live in.

INDICATOR 2:

Number of programs and venues that reflect history and cultural heritage and diversity of Durham



Durham has a rich history that we want to preserve. Through a number of efforts, our community has identified the historical structures in Durham and begun to protect them for future generations.

OTHER INDICATORS THAT WE ARE TRACKING:

- Percentage of streets rated as litter-free by new "Keep Durham Beautiful" survey
- Positive responses from survey respondents when asked if they believe that the condition of Durham's gateways, parks, landscaping, and streetscape reflect positively or negatively on Durham's image
- Economic impact and stabilization/health of Durham's arts and cultural organizations
- Number of programs and venues that reflect history and cultural heritage and diversity of Durham
- Number of employees relocating and choosing Durham as their place to live

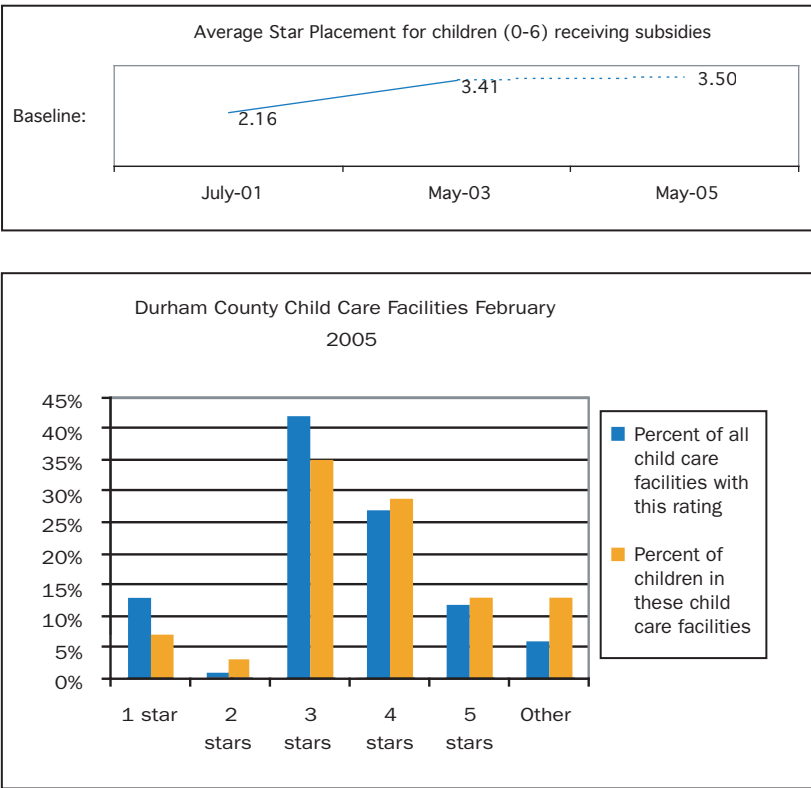
Outcome:

Children are ready for and succeeding in school

Committee Chairs:
Marsha Basloe, Durham's Partnership for Children; Kay James, Durham Public Education Network; and Dr. Deborah Pitman, Durham Public Schools

Youth are definitely the future of our society, and it is the responsibility of everyone in the community to help assure their school readiness and on-going success. The global indicators here speak only to the overall readiness and success of Durham's children and youth. It is our hope that one day these global indicators will be a true reflection of all of Durham's children regardless of their race, ethnicity, family-income level, or neighborhood in which they live.

INDICATOR 1: Quality childcare

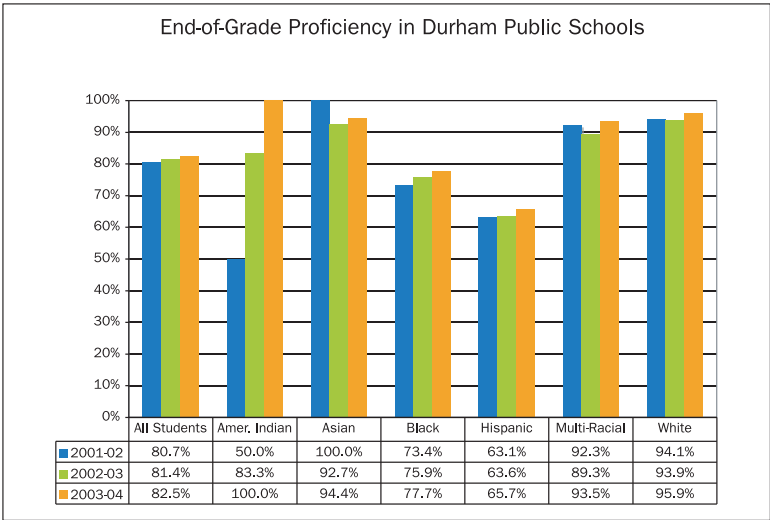


North Carolina, through the Division of Child Development, has a star rating system on childcare centers and homes. The ratings range from one star for meeting minimum standards to five stars for meeting the highest criteria. The rating allows the community to be aware of the quality of service being rendered.

The quality of childcare in Durham County has dramatically improved in the last few years. Higher quality childcare is a predictor of readiness for school.



INDICATOR 2: 8th grade reading scores



* The 2004-05 DPS Grade 8 Reading Score is 84 percent passing in May and 90.4 percent passing after summer school.

This indicator shows the percentage of 8th graders reading at grade level or above. Data comparing 2002 reading levels with 2005 levels suggest a positive trend. Reform strategies are being implemented to ensure the goal of 95 percent of 8th graders reading at or above grade level is attained. Community partnerships play a vital role in supporting the school district in achieving this goal.

- OTHER INDICATORS THAT WE ARE TRACKING:**
- Developmental assessment for children entering kindergarten
 - Third grade reading scores
 - High school graduation and retention rate

Outcome:

Every citizen in Durham has access to adequate, safe & affordable housing

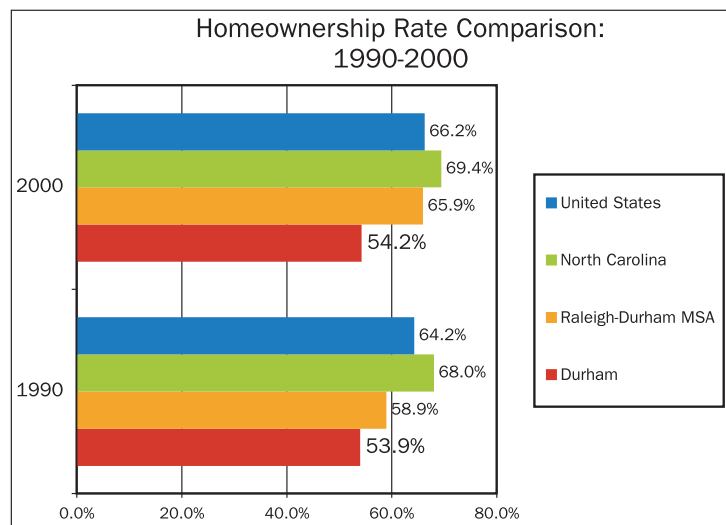
Committee Chairs:

Rich Lee, Durham Affordable Housing Coalition and Terry Allebaugh, Housing for New Hope

Housing represents the single largest expenditure for most families and is the single largest source of wealth for most homeowners. Decent and affordable housing has a measurable impact on family stability and life outcomes of children. Decent housing is one of the building blocks of healthy neighborhoods, and thus shapes the quality of community life. Through efforts of the City and County, the Housing Authority, non-profit organizations and private lenders and builders, we want to ensure that all Durham residents have access to adequate, safe and affordable housing, whether they are homeowners or renters.

INDICATOR 1:

Increases/decreases in homeownership rate using property tax data



■ Owning a home is the American dream ... it builds wealth and strengthens communities. Durham has a number of strong programs to increase homeownership in our community. Through low-interest loans to county employees, teachers, police officers and firefighters, we have made housing more affordable to key employee groups. Partnerships between the public, private and non-profit sectors have increased the availability of affordable homes for first-time homebuyers.

■ Durham's rate of homeownership has shown only modest growth from 1990 – 2000. Regional, state and national homeownership rates are higher.

■ New home prices in Durham have risen faster than household income. New home prices in Durham increased by 50 percent while household incomes in the region have risen by 34 percent.

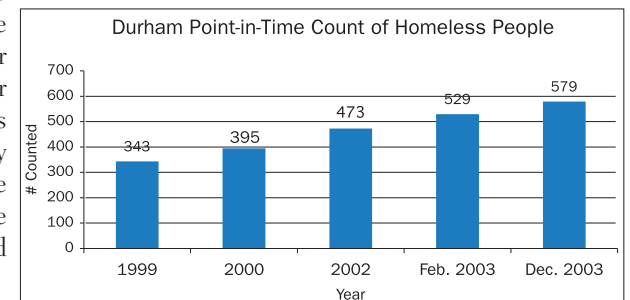
INDICATOR 2:

Increases/decreases in homeless persons counted during annual point-in-time count

■ If owning a home is the American Dream, then being homeless is an American tragedy. Like most communities across America, the number of homeless persons in Durham continues to increase, including families with children. An even higher number of people are at risk of homelessness. The Durham community has come together to undertake the development of a 10 year plan to end homelessness. This major community-wide initiative, to be completed in Spring 2006, will identify best practices to help the homeless become housed and prevent people from becoming homeless in the first place. Durham is part of the most expensive rental housing market in the State, where housing costs are increasing faster than wages for many people. Rents have increased by 58 percent while household income has only increased by 42 percent.

■ For individuals and families with extremely low incomes, there is a severe shortage of affordable rental units. There is a need for at least 3,400 affordable rental units.

■ Between 1999-2003, the number of homeless people counted during the annual Point-in-Time Count has increased by 68.5% or by 236 persons.



OTHER INDICATORS THAT WE ARE TRACKING:

- Number of people living in substandard housing (indicator under development)
- Foreclosures
- Extremely low-income homeowners who are severely cost burdened
- "Housing wage" for two-bedroom apartment



Outcome:

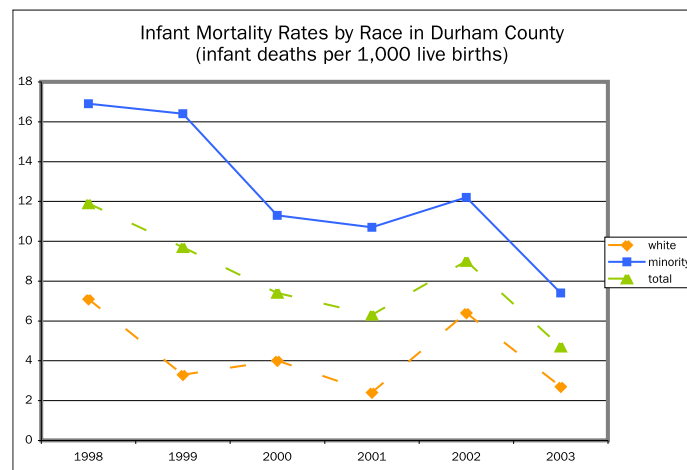
All of Durham's citizens are healthy

Committee Chairs:

MaryAnn Black, Duke University Health System; Gayle Harris, Durham County Health Department

Our goal is that the citizens of Durham will enjoy good physical, mental, and social health and well-being. The Partnership for a Healthy Durham is leading the collaboration for this outcome area. Each indicator is addressed by a separate community committee. There are 169 individuals representing 54 agencies and organizations (including the community at-large) actively participating in this initiative.

INDICATOR 1: Infant mortality



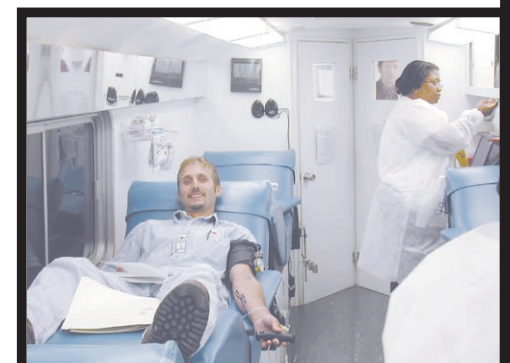
In Durham, the overall infant mortality rate has shown a steady decline. There continues to be, however, nearly a two-fold gap between the rates for white and minority. To continue the downward trend, we will seek new and/or modified interventions through our targeted community health action plan. Two of our objectives by 2010 are to reduce infant deaths in African American families within the first year of life by 25 percent and reduce the incidence of low birth-weight among African Americans by 25 percent.

INDICATOR 2: Access to care – proportion of residents with no insurance coverage

Percent uninsured- all ages (2004)		Percent uninsured- under age 65 (2004)	
Durham County	16.8%	Durham County	19.7%
Wake County	16.7%	Wake County	18.7%
Orange County	12.7%	Orange County	14.7%
State Average	16.8%	State Average	20.2%

■ The percent uninsured in Durham County is at or below the state average. But in 2001, the percent uninsured in Durham County was just over 12 percent. To turn the curve we have developed a community health action plan with many objectives including decreasing the proportion of residents who are uninsured by 10 percent.

■ Survey data tells us that those most likely to be uninsured in Durham are non-whites, 18-44 years old, with less than a high school education, and household income less than \$50,000. Targeted strategies are being developed and implemented to help these residents.



OTHER INDICATORS THAT WE ARE TRACKING:

- Substance abuse and mental health – proportion of adults in need of comprehensive substance abuse treatment who receive treatment
- Obesity- proportion of Durham residents who are obese and overweight: percentage overweight in children
- Sexually transmitted diseases: primary/secondary syphilis and HIV/AIDS rates
- Teenage pregnancy – pregnancy rates for 15-17 year olds

Outcome:

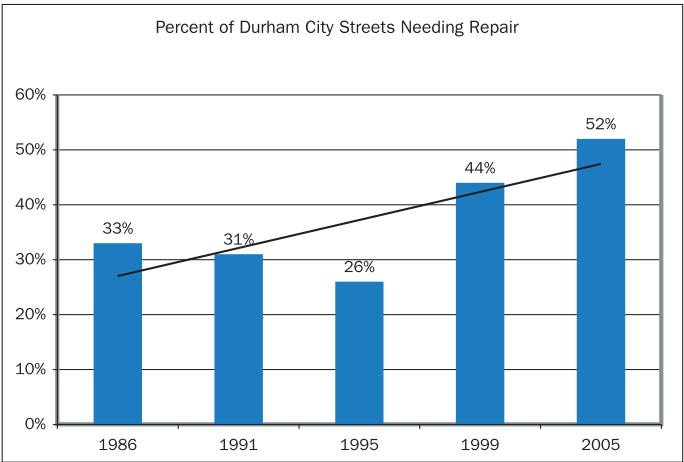
Durham citizens enjoy sustainable, thriving neighborhoods with efficient and well-maintained infrastructure

Committee Chairs:
Cheryl Shiflett, InterNeighborhood Council and Jackie Brown, Planning Commission

Durham is a city of neighborhoods and we want our neighborhoods to thrive. Many aspects of neighborhood life, ranging from safety to appearance, walkability to physical assets, and property values, help to determine if our neighborhoods are sustainable and thriving.

INDICATOR 1:
Percent of Durham city streets needing repair

As a proxy for the quality of infrastructure in Durham, we

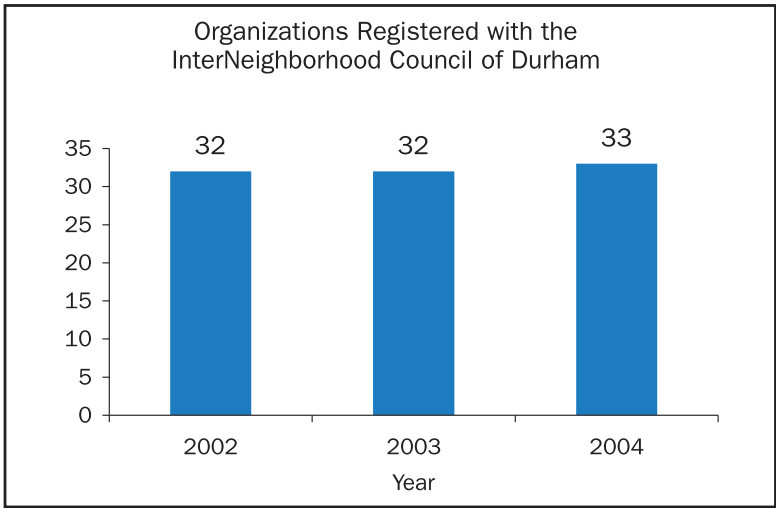


present the percentage of streets in need of repair. Using the Pavement Conditions Survey, created by The Institute of Transportation, Research and Education, the survey will be done every five years and that data will be included in our evaluations.

A goal would be to resurface our streets every 20 years. Currently, we are resurfacing every 80 years with the corresponding higher maintenance costs that are required for streets in poor or very poor condition. The City has recognized the need to resurface our streets more frequently in order to maintain smoother streets and has included additional funding in this year's budget. In addition, the City is recommending funding for streets, sidewalks, water & sewer systems, parks and City facilities. With additional investment in our infrastructure, we hope to improve the quality of our neighborhood life.

INDICATOR 2:
Number of organized, active neighborhood associations

Organized neighborhood associations add to the quality of life in their neighborhoods by planning community events, monitoring that development for their area is appropriate and knowing and caring for their neighbors. There is a strong correlation between stable, thriving neighborhoods and active neighborhood associations. Our goal would be to see the number of organized associations increase from year to year.



OTHER INDICATORS THAT WE ARE TRACKING:
■ Increase in real estate values and percentage of housing units sold versus percentage of housing units listed



Acknowledgements

Almost 300 people have participated in this effort to date – too many to list all their names. We are very grateful for their hard work. Thank you to everyone who has participated so far.

We express appreciation to The National Center for Civic Innovation for helping to pay for this initiative.

Photos courtesy of the Durham Convention and Visitors Bureau.

Next Steps

This document is a progress report only. We plan to publish the first official report card in the summer of 2006. We want more input from our citizens to make sure we are measuring the right things. Many more citizens will need to join in to develop short and long term strategies to accomplish these outcomes. Government cannot do this alone. It will take the best efforts of concerned citizens, organizations, and businesses in our community to achieve these results. All sectors of the community will need to join with local government to agree on the indicators, develop effective strategies, and commit to implementing them.

Keep in mind this is a living document. As a community, we are evolving in our understanding and use of “outcomes” and “indicators.” As better systems are developed to track data, some indicators may be improved or replaced. This document will help focus our community on the desired future.

Full Report Available on the Internet

Due to space constraints, we have only published highlights of the reports. You will notice on each page there is a listing of “Other Indicators.” The eight committees have developed additional indicators and begun to address why we are seeing the results we are seeing. To review everything the committees have produced, including the other indicators, go to www.durhamnc.gov or www.co.durham.nc.us.

Feedback and How to Get Involved

To give feedback on this document and participate in the discussion for the future of our community, please contact Julie Brenman with the City of Durham at 560-4222 or Julie.Brenman@durhamnc.gov, or Heidi Duer with Durham County at 560-0065 or hduer@co.durham.nc.us. During the coming months, we hope more members of the community will get involved in this effort. While in this report we are tracking our progress toward achieving these eight outcomes, we now need to turn our attention to developing and implementing additional strategies that work. Some solutions can quickly be enacted while others require a longer-term commitment. Nonetheless, with everyone in Durham working together, we know that we will be able to achieve success. Please join us!

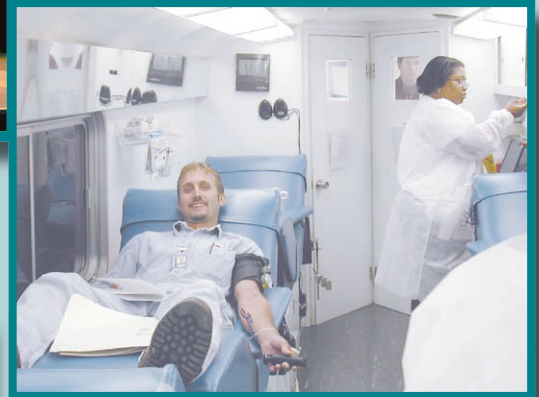
SAFETY



CULTURE



HEALTH



ENVIRONMENT



SCHOOLS



NEIGHBORHOODS



PROSPERITY



HOUSING



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